

## MARIN COUNTYWIDE PLAN

Hearing of the Planning Commission to consider adopting the proposed Marin Countywide Plan.

The Countywide Plan consists of maps and text dealing with goals and policies on housing, open space, transportation and economic development to the year 1990 and includes both incorporated and unincorporated lands. Recommended changes on village expansion area boundaries in West and Central Marin will also be considered at the hearing.

### ATTACHMENTS:

- 1) List of Marin Countywide Plan Technical Reports
- 2) List of Written Testimony by Organizations
- 3) List of Recommended Revisions in Marin Countywide Plan
- 4) Addendum to Staff Report (Item 19, 1/8/73) Village Development Policies

The Marin Countywide Plan consists of the following materials:

A. Full text for five parts.

1. Summary
2. Environmental Quality
3. Community Development
4. Transportation
5. Implementation

A copy with staff recommended revisions is attached for Planning Commission members, and is incorporated as part of the staff report. Each part consists of a statement of countywide policies, more detailed plan proposals, and implementing actions.

B. Panel maps, one for each of the five parts of the plan.

C. Technical reports containing background information, as indicated on Attachment 1.

### REQUIREMENTS UNDER STATE LAW:

State law (Section 65302 ) requires that the Planning Commission adopt a general plan by resolution, after holding at least one public hearing. The Planning Commission shall then transmit the plan to the Board of Supervisors for hearing and adoption. Subsequent revisions to the plan must go through this same procedure.

California law requires that the general plan contain nine elements:

- |                 |                   |
|-----------------|-------------------|
| 1) Land Use     | 6) Seismic Safety |
| 2) Circulation  | 7) Noise          |
| 3) Housing      | 8) Scenic Highway |
| 4) Conservation | 9) Safety         |
| 5) Open Space   |                   |

Table 1.2 in the Summary of the plan indicates where the various parts of these elements are covered in the plan, and which parts need further work.

A number of date requirements have been specified in relation to these mandatory elements. Most important, all jurisdictions must have adopted conservation and open space elements by June 30, 1973. If not, no building permits can be issued and no subdivision maps approved. By July 1, 1973, zoning ordinances must be consistent with general plans. Other mandatory elements must be adopted within one year of adoption of state guidelines for each element. (To date, only Housing Element state guidelines have been adopted.) Marin County already has an adopted Housing Policy and an adopted Interim Open Space Element.

(over)

STAFF REPORT

January 29, 1973



Other timing issues concerning the Planning Commission are the expiration dates of present interim ordinances: February 1973 for Bolinas-Stinson Beach (a one-year extension will be requested), and March 1973 for West Marin (no further extensions possible). Early adoption of the Countywide Plan will enable the preparation of specific plans needed for these areas.

#### BACKGROUND AND STATUS OF THE PLAN:

Following three years of staff work, the Preliminary Countywide Plan was published in 1971, and about 3,500 copies were distributed to the public. The Planning staff discussed the Preliminary Plan with citizens at more than 70 meetings throughout the county.

About 60,000 copies of the "User's Guide to the Marin Countywide Plan", a newspaper supplement published in September 1972, have been distributed. It included a questionnaire on major plan issues which readers were asked to return. Of the first 220 returns tabulated, 83% answered "Yes" to the question "Do you think the Plan should be approved and carried out?". A detailed analysis of responses is available.

The staff-recommended Countywide Plan was presented to the City-County Planning Council in September 1972. Following two public hearings in October, CCPC adopted the three goals, endorsed the three-corridor concept, and recommended that each jurisdiction consider the plan. CCPC also referred four controversial issues to the Executive Committee for further consideration: The rate of growth, housing policies, intra-county transit, and the review agency.

The plan has since been presented to joint meetings of the City Council and Planning Commissions of the following eight cities: Tiburon, San Anselmo, Novato, Sausalito, Mill Valley, Belvedere, Larkspur, and Fairfax. To date Mill Valley, Fairfax, and Belvedere have adopted the plan (Fairfax with some reservations), and Novato and Larkspur have adopted the three plan goals.

A number of other meetings on the plan have been held throughout the county, including a County Planning Commission hearing at Point Reyes Station, meetings in Nicasio and Tomales, town meetings in San Rafael, Larkspur, and Tiburon, and the Parks and Recreation Commission.

Countywide and local organizations as well as individuals, have presented recommendations on the Countywide Plan, as indicated on Attachment 2. Those that have been incorporated into the text as distributed to you are shown on Attachment 3.

The CCPC Executive Committee has made recommendations, included in the text, on population and rate of growth, the review agency, and transportation. To date, CCPC as a body has adopted the population and rate of growth policy. These issues, along with the housing policies, remain the most controversial subjects to be resolved in the plan.

#### RECOMMENDED ACTION:

The staff recommends that the Planning Commission adopt by resolution, and transmit to the Board of Supervisors the following portions of the plan text and maps dealing with countywide policy:

- Part 1, Summary, pages 2-12
- Part 2, Environmental Quality, pages 1-9
- Part 3, Community Development, pages 1-11 and  
Village\* Development Policies, pages 20, 22-29
- Part 4, Transportation, pages 2-4
- Part 5, Implementation, pages 2-10

The balance of the text, dealing with specific planning areas and corridors and with systems in more detail, should be reviewed after general countywide policies are resolved. Staff recommends hearings to accomplish this.

\*See staff report of January 18, Item 19. Part of this statement has not yet been adopted by the Planning Commission.



## LIST OF MARIN COUNTYWIDE PLAN TECHNICAL REPORTS

### Environmental Quality

Can the Last Place Last? 1971, Marin County Planning Department

### Housing

Enough for Everyone? 1969, Marin County Planning Department

Don't Leave It to Elsewhere! 1970, Marin County Planning Department

Background for Housing 1970, Marin County Planning Department

The Marin County Initial Housing Element 1971, Marin County Planning Dept.

Marin County Housing Condition Survey 1971, Marin County Planning Dept.

### Economic Development

The Visitor in Marin 1970, Marin County Planning Department

A Critique of the Economic Goals of the Marin Countywide Plan 1972,

Economic Development Committee of the City-County Planning Council

### Transportation

An Evaluation of Local Plans 1970, Marin County Balanced Transportation Program (Phase I)

Technical Report 1970, Marin County Balanced Transportation Program (Phase I)

A Transportation Plan for Marin 1972, Marin County Balanced Transportation Program (Phase II)

Technical Data and Procedures 1972, Marin County Balanced Transportation Program (Phase II)

Air Quality and Growth in Marin County 1972, Bay Area Air Pollution Control District



# LIST OF WRITTEN TESTIMONY BY ORGANIZATIONS

- 1) Letter from Marin County Chamber of Commerce, October 19, 1972
- 2) Family & Childrens Services Advisory Committee, Adopted November 28, 1972
- 3) Letter from the Parks & Rec Commission based on the meeting of December 13, 1972
- 4) Request from Wm. Kent Estate to revise the plan @ Seadrift, January 1, 1973
- 5) Letter from County Child Care Planning & Advisory Committee, January 15, 1973
- 6) Letter from the Ecumenical Association for Housing, October 19, 1972

Testimony presented at earlier hearings has been recorded in the minutes.  
Additional testimony by individuals is also on file.



# LIST OF RECOMMENDED REVISIONS IN MARIN COUNTYWIDE PLAN

	Source
* 1. Text on village expansion areas Text on tourism areas & change map indication Deletion of Hicks Valley expansion areas	Planning Commission " " Sausalito
2. Change term "Eastern Urban Corridor" to "City Centered Corridor" Cities to prezone unincorporated lands adjacent to cities within area of urban services	Tiburon " "
3. Add Olompali Ranch as historic site Delete reference to future joint military-civilian use at Hamilton Air Force Base	Novato " "
4. Proposal by Parks & Rec Commission that open space acquisition not be tied exclusively to communities pursuing housing goals Recommend: Require adoption of Countywide Plan and open space element to be eligible for open space matching funds	Parks & Rec Commission Staff
5. Reduce highway expansion in Upper Ross Valley Limit SFD-Center to 4 lanes + 1 exclusive bus lane	San Anselmo Fairfax
6. Population and Rate of Growth  Establish 300,000 as the 1990 population target, plus or minus 5 percent, and 260,000 as the 1980 target, plus or minus 5,000 persons.	CCPC (Adopted)
7. Countywide Review Agency  Specify purpose, scope of authority, composition, and procedures, as shown in text.	CCPC Executive Committee
8. Balanced Transportation  Revise policies for Golden Gate Bridge, intra-county bus system, and highway system, as shown in text.	CCPC Executive Committee
9. Comments and proposed changes to Executive Committee recommendation.	CCPC Transportation Committee

\*Refer to staff report dated January 8, 1973, Item 19, Village Development Policies.



ADDENDUM TO STAFF REPORT, VILLAGE DEVELOPMENT POLICIES: POINT REYES STATION

(Item 19, January 8, 1973 Agenda)

The changes for Point Reyes Station on Table 2, shown attached, are based on further information and recommendations from the Point Reyes Planning Group. These recommendations are:

1. Change boundaries of the village expansion area to exclude open space portions of Martinelli Farms area and marsh areas southeast of the village, and to include subdivided area east of Highway 1.
2. Modify density in expansion area: 2 units/acre west of Highway 1 and 1/2 unit/acre east of Highway 1.

Application of these revisions would result in the revised numbers as shown, a reduction of the Recommended Additional Units for 1970-1990 from 260 to 225.

It should be noted that the Coast Guard housing is already under construction and is different in nature from private housing developments, which could tend to produce stronger pressures for additional growth. The Point Reyes Planning Group feels strongly that the Coast Guard housing should not be counted as part of the village's 1970-1990 additional units.



REVISED

TABLE 2

MARIN VILLAGE AREAS: ACREAGE AND DWELLING UNITS, 1970-1990

(See Appendix for explanation)

	Acres		1970				1970-1990 Recommended Increase			
	Total Village Area	Expansion Area	Dwelling <sup>1</sup> Units	Density	Population <sup>2</sup>	1960-70 % <sup>3</sup> Increase in DU's Village Areas	Dwelling <sup>1</sup> Units	Density	Estimated <sup>2</sup> Population	% Increase in DU's
COASTAL RECREATION CORRIDOR										
Dillon Beach	367	305	137	2.2	250	} 19%	200	2.2	576	146%
Tomales	246	217	68	2.3	200		100	2.3	288	147%
Marshall	52	0	60	1.2	170	} 68%	20	1.0	58	33%
Inverness	850	} 1,419	559	2.3	423		370	1.0	1,077	66%
Inverness Park	812		325		325	} 30%				
Point Reyes Station	683	638	134	1.2	390		225	0.5	648	168%
Olema	107	89	27	1.5	50	26%	20	1.0	58	74%
Bolinas	390	126	527	2.0	597	37%	120	2.0	298	23%
Stinson Beach	380	184	499	2.5	792	36%	120	2.0	298	24%
Muir Beach	157	124	61	1.8	58	141%	25	1.0	66	41%
INLAND RURAL CORRIDOR										
Nicasio Valley	---	---	(100)	Rural	297	17%	(50)	Rural	148	50%
Lagunitas	} 826	511	564	1.8	1,293	} 49%	} 140	1.0	395	25%
Forest Knolls										
San Geronimo	131	66	125	1.9	364	} 49%	20	1.0	56	16%
Woodacre	497	350	472	3.2	1,295		90	1.0	254	19%

Total 1970 occupied dwelling units: Coastal Recreation Corridor, 1,740; Inland Rural Corridor, 1,255

<sup>1</sup> Includes total units occupied and unoccupied.

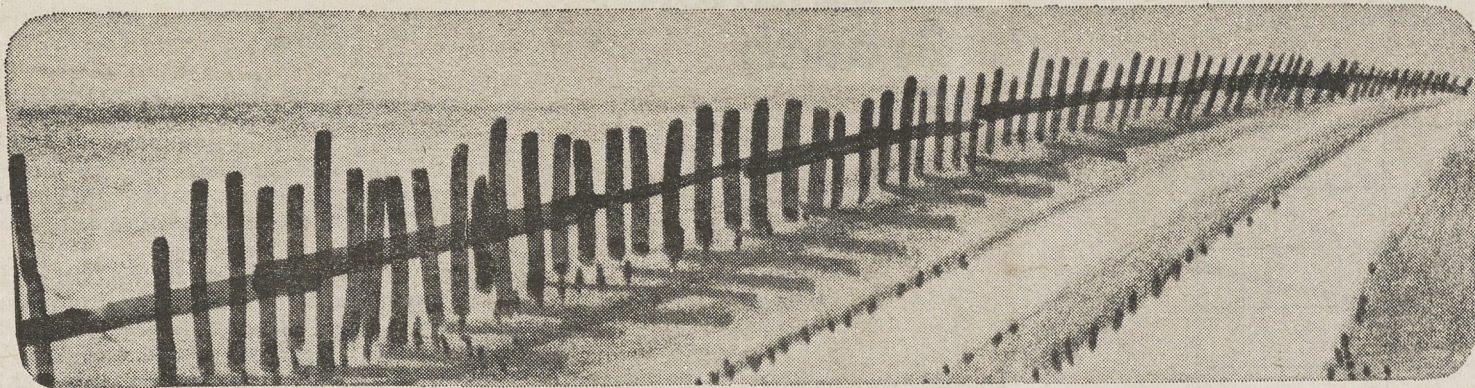
<sup>2</sup> 1970 population is relatively low in villages with a large proportion of unoccupied seasonal units (Dillon Beach, Inverness, Inverness Park, Bolinas, Stinson Beach, Muir Beach). 1990 population figures assume all units occupied.

<sup>3</sup> Comparison of Population Estimating Sub-Areas for 1960 (Marin County Planning Department, 1963) with Traffic Zones for 1970 (Balanced Transportation Program, 1969). Occupied units only.



# A USER'S GUIDE TO THE

# Marin Countywide Plan



*A discussion draft for public hearings. Prepared by the Marin County Planning Department under the direction of the City-County Planning Council of Marin, for consideration by the eleven cities and the county.*

This is a USER'S GUIDE to the Marin Countywide Plan. It's not just for the professionals. It's not just for the people who already go to all the meetings. It's for anybody who cares — and the way things are going, is there anybody who can afford not to care?

In the next few months your government — your City Council or Board of Supervisors — is going to be deciding whether or not to adopt this Plan, with or without modification.

Whatever you think of the Plan — whether you're for it or against it or somewhere in between — now is the time to let the people on the Boards, Commissions and Councils know what you want them to do.

So this guide is meant to be taken to meetings. And it is meant to be marked up. Scribble on it. Doodle on it. Tell it what you think of it. Tell the planners what you think of it — there's a questionnaire on the last page, and if you send it in, it will help them know whether or not they're on the right track. The Plan isn't frozen: Good criticisms have changed it, and they can change it again.

But most of all let your Councilmen and Supervisors know what you think of the Plan, and let them know why.

## ***There comes a time to choose***

The rising taxes. The building-over of the green land. The clogging of highways with endless masses of cars. The inflation of housing prices. The growth of a one-class society. These are the changes in Marin which we endure but do not welcome — changes which are hurting our county and hurting it badly.

And all this isn't happening just by accident. It isn't something a few one-shot limited "solutions" are going to fix. It's all part of a pattern, a cycle which feeds itself, destructive and familiar.

"Business as usual" in Marin is taking us all too plainly into the kind of future we don't want and can't afford.

Do we have to accept what is happening? Does Marin have to go the way of a hundred ruined Anywheres that were charming once and worth living in? Or is there something we can do? The planners in Marin think there is.

We have a chance right now to get a bold and comprehensive plan enacted: A new kind of plan for the county and its cities. It doesn't look much like the older plans we've seen, the colored maps that show everywhere the same standard suburbia. It doesn't sound much like the older plans.

That's why it has a chance of making a difference for us in Marin.

The Marin Countywide Plan isn't a fix-it kit for all problems. It isn't the only way of dealing with the future, but it is a workable way — if people want it to be; it can be a new way.

There comes a time when you have to choose. And in Marin County . . .

***. . . right now is the time***



# Today's Problems

Everywhere you go these days you see a trend toward sameness. Landscapes: Not city or country but something cluttered and unfriendly that is neither. Buildings: The same chain stores and housing styles in Marin and Los Angeles County. Even people, flocking together, like with like. Suburbs spreading out across the varied land.

Some tell us that this growing sameness is inevitable. Some say it's worth it — just a price you have to pay for "progress".

But nobody has proved yet that we have to pay that price. And Marin is proud of being one of the places where there are sharp differences and contrasts still. East Marin is nothing at all like West Marin. Mill Valley isn't like Novato. Fairfax is different from Tiburon. Always you find, not too far from any town, the contrasting open country that defines and limits it.

And we still have room for different kinds of people, living different kinds of lives.

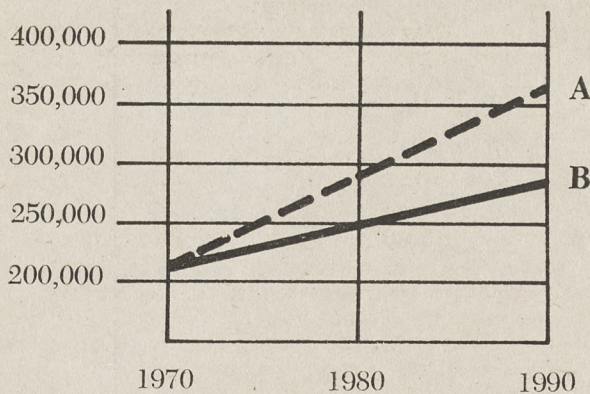
But all this variety is very easy to lose. In Marin, we are losing it fast.

The commercial strips, the parking lots, the apartments riding up the grassy ridges — these things are obvious, easy to see. But not so easy to see is that the people of Marin are also being selected for a sameness: High incomes, small families or none, and a daily routine of commuting, by car and freeway, to the city.

Sameness is gaining on us in Marin. And the more it gains, the more it makes us resemble the other suburbs where diversity is going fast, or gone.

## Problem 1 Population Growth

Marin County Population



A-Market Projection: 364,000

B-Plan Projection: 286,000

### SAMENESS: SOCIAL

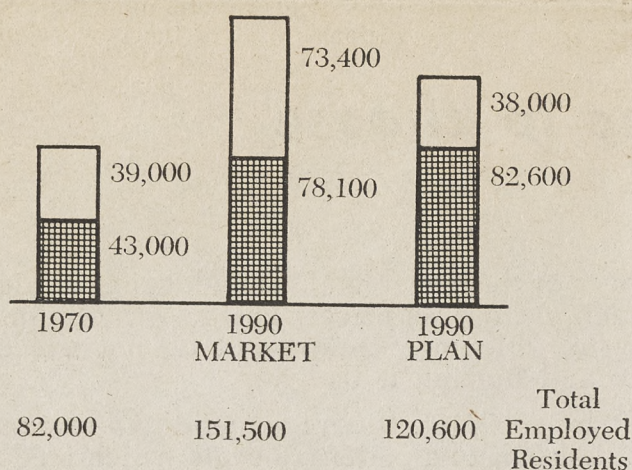
Marin has always been a rich county. But it's on its way to becoming a super-rich county — a one-class, more-than-affluent commuter colony.

It's not that we're keeping newcomers out. The population of the County is rising fast. And there's a building boom going on right now. But all the growth and all the building has not brought different kinds of people to Marin. Instead, one class is dominating more and more.

The problem is the cost of housing. Rent and real estate prices are going up so quickly that soon very little will be left for families with incomes less than, say, \$15,000. Even modest apartments and houses are going at luxury prices, and more and more of the people who live here — who may have lived here for years — are finding that they have to move on, or sacrifice too much to stay.

The Marin Countywide Plan would set a limit on population growth. But it also has the goal of making sure that Marin becomes not less but more a place where people of different incomes, life styles and different races can afford to work and live.

Where Marin Residents Work



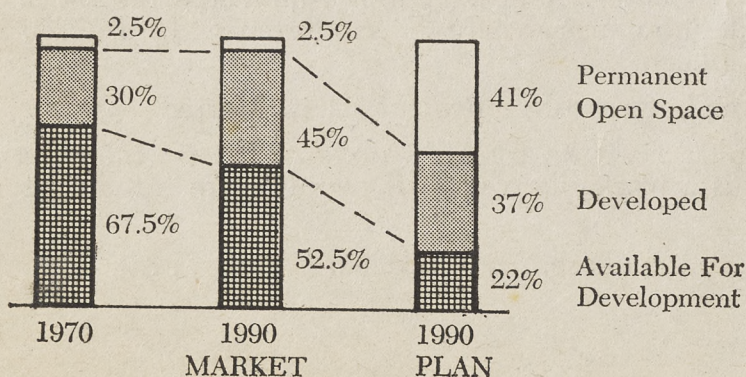
Work Outside Marin Work Inside Marin

## Problem 2 Economic Diversity

### SAMENESS: ECONOMIC

We can't really complain that Marin is losing its balanced economy. The fact is that we never really had one. But the time has come when we need to provide more jobs within the county. Right now Marin is a bedroom for San Francisco, and the commuter way of life is costing a lot in sprawl, in smog, in traffic jams, in wider and wider freeways. And because there is so little local employment, residences make up 77% of the local property tax base. The Countywide Plan encourages new employment in Marin — such as offices, retail and service firms, light, non-polluting industry. It looks for new businesses that will enable people who live in Marin to find work close to home.

Land Use in Eastern Urban Corridor



## Problem 3 Environmental Quality

### SAMENESS: ENVIRONMENTAL

Sure, Marin is expensive to live in. Commuting is a nuisance. But people put up with it all because they love the place: The open hillsides, the comparatively clean air, the separate towns in which it still seems good to live.

It's a good environment we have, even today. But it is not staying that way. However much we value it, we still mistreat it. We build without sufficient regard for what the land requires. We grade and fill and reshape the earth. We put buildings and roads where no buildings and roads should be. And the more we build, the worse the traffic, the pollution, the noise and the monotony become.

It doesn't have to be that way, and the Marin Countywide Plan has the goal of protecting our good environment. That means green space, transit, careful controls on what is built and where, and most of all a limit on how fast Marin County grows.



# New Goals for Marin's Future

The Marin Countywide Plan has three interrelated goals: Social, economic, environmental. To get matters straight at the start, it is useful to look at the three of them one at a time.

But the thing to remember is that these three goals aren't really separate. They overlap; they support each other; sometimes they seem to fuse. And they may, in certain details, conflict with each other. And together they make a direction that Marin might follow.

## GOAL 1

**Discourage rapid or disruptive population growth but encourage social and economic diversity, across the county and within the neighborhoods.**

From now until 1990, Marin should gain only about 1500 new units of housing a year. That would give us about 286,000 people in 1990, up from 209,000 in 1970.

If the Plan is not carried out, Marin could have some 364,000 people in 1990; indeed, if the current building boom goes on for long, we could have many more than that.

Housing boom and slump cycles are disruptive. During the boom, public services, like schools and sewers get overloaded — there is a rush to catch up and taxes jump. During the slump, housing is scarce and prices rise. The Countywide Plan proposes a fairly steady flow of new housing over the next 20 years. This could dampen the rise in taxes and housing prices, and permit public and private agencies to base their needs on a more certain future. (The current boom started in 1971, when 3,050 building permits were issued throughout the county. The year before that only 1,275 permits were issued.)

## GOAL 2

**Achieve greater economic balance for Marin by increasing the number of jobs for residents, and by adding to the supply of housing for some of the people who now commute into Marin to work but who would like to live here.**

Right now there are just under 58,000 jobs in Marin. With some encouragement and following the Plan policies, local business could provide about 90,000 jobs in 1990.

*The Economic Development Committee raised the question of desirable growth limit. They suggested that a 1990 population of 330,000 instead of 286,000 would better sustain the employment goals of the plan. We believe this controversial issue should be resolved during public hearings on the plan.*

## GOAL 3

**Keep the quality of the natural environment high, and achieve high quality in what is built, through a balanced system of transportation, open space, and land use.**

Even if the Plan does not succeed, there will probably be some new transit and protection of some open space. But freeways and other roads will have to expand enormously, and development will break into our most valuable greenbelts. (If the Plan is followed, 41% of the land in East Marin will be secured as open space by 1990.)

The growing sameness in Marin has no simple cause. But it takes a visible shape on the land, and that shape is sprawl. The kind of fast, development that marks the land with monotonous forms. Not only is it an aesthetic problem, it is the reason for a lot of our other problems as well. So the Marin Countywide Plan is an alternative to sprawl: A way of using, not destroying, what we have.

Sprawl feeds itself. When buildings spread across the miles, up along ridges, into wild canyons, then transit systems are not practical. People have to use their cars for almost everything. So the roads are widened, and the new and bigger roads open up new and more distant regions to further scattered development.

Sprawl housing is expensive to own. It is expensive, also, to serve and protect: Police protection and fire protection, sewer and water systems must come from far away. And sprawl is expensive, terribly expensive, in what it does to the land, the water, and the air.

It is a trap that's hard to break out of. You can't just pick at the pattern here and there. You have to shift to a different pattern, a pattern which (like sprawl) reinforces itself but which does not destroy.

And that is the meaning of the Marin Countywide Plan.

The Plan proposes a much slower pace of growth in Marin. We can't very well absorb more than about 75,000 more people by 1990 without losing much of the environment that brought people here. And growth must be confined to certain regions. Most of the new people should settle near the towns that Marin already has, on the lands best suited for development.

West Marin, the country of ranches and parks, should not be developed much further. In East Marin, the towns, protected by their greenbelts, should be separate and distinct.

Without the plan, there will be new suburbias in rural Marin changing its character, but there won't be sufficient concentrations of people to make good transit feasible or to make public services more economical.

If the Plan is followed, there will be clear urban centers in the towns, combining commerce and some high-density housing. Transit will become convenient and practical. More of us will work inside Marin. Roads, sewers, transit, water, schools — all the services that hold a town together — will be designed to fit urban centers that grow slowly and within certain bounds.

This kind of growth can only happen if there is open space, to give development a shape and hold it in. The big green spaces that the Plan shows around the towns of East Marin are more than playgrounds and scenery. They are part of the bones of the Plan.

Within these limits, the three goals of the Plan begin to seem possible.



# The Countywide Plan





# The Countywide Plan in Brief

Here are the policies that should be able to carry out those goals.

## HOUSING

We need to build up our stock of low and moderate income housing, and that will take help from the state and federal governments. This housing should be scattered, not clumped together; and it should be in older buildings as well as in new ones. Much of it should be near countywide activity centers and the smaller community centers. To make sure we have enough housing, we may have to modify some old ideas: Second units, for instance, should be allowed in some carefully selected neighborhoods; housing cooperatives should be encouraged; and places to live should be built along with businesses, not rigidly cut off from them.

We must use every tool we can find to keep the housing market from driving us into a narrow exclusiveness. Right now, about one third of the people in Marin have high incomes; about one fifth have low incomes; and the rest are in the middle. If the Plan is carried out, the proportions will stay about the same. Without the Plan, by 1990 53% of the population will be high-income (over \$15,000 in 1970 dollars); 40% will have middle incomes (\$8-15,000), and only 6% low incomes (under \$8,000) — not because we all will get richer, but because some of us will pack up and leave.

No matter how much we build, though, there is an essential problem. Even the modest units, in Marin, creep up in price until they are expensive. To stop this creep, we have to do something to dampen the upward spiral of rents and real estate prices. For instance, landlords might be offered lower taxes if they agreed to keep a ceiling on rents.

One thing is certain: it will take every tool we have simply to keep Marin from losing the low and moderate-income housing that is already here.

## ECONOMIC DEVELOPMENT

The Plan would promote new jobs in Marin, including many for low and moderate-income workers, for women, and for young people. The firms that come to Marin should not pollute or bring extraordinary demands. In East Marin, most new enterprises should settle in the countywide centers at Corte Madera/Larkspur, San Rafael, Northgate, and Novato. In West Marin, tourist enterprises, under strict control, would be invited to certain sites. Ranching, dairying, and commercial fishing would be maintained and encouraged.

## TRANSPORTATION

We need a much better transit system than we now have. Neither highways nor transit, however, should be expanded to serve more people than the Plan accommodates in other ways. That means that Highway 101 should not be widened anywhere to more than 8 lanes, including a busway free from auto traffic. When a completely separate busway is provided off 101, the reserved bus lanes on 101 could be used for autos.

There should not be a second deck, even for transit, on the Golden Gate Bridge. There should not be any new bridges nor should there be any new freeways in Marin. And, the Plan would cancel quite a few smaller road projects now envisioned in the county.

Some main roads, however, would still have to be expanded, and some new routes need to be built, mainly to make transit work (see map, page 4). Three new connections in East Marin would run through land that should be open space, and none of the three should be built until the open space is made secure.

Transit would come in four sizes. First, a system of fast and quiet buses, using a separate right-of-way near 101, would carry commuters back and forth to work. Second, a system of much smaller buses in East Marin would make sure that nobody has to own a car. Third, some form of transit would take tourists out to the

parks of West Marin. Finally, expanded ferry service would go to Sausalito, Tiburon, Larkspur and perhaps Las Gallinas Creek and Novato, both for commuters and pleasure travellers. (Ferries might go out to West Marin as well.)

Joint use of Hamilton Field, permitting some commercial flights, is under study now.

A major system of trails would cross Marin in all directions: Routes for hikers and pedestrians, for horsemen and cyclists, for recreation and business.

## ENVIRONMENT

By 1990, if the Plan is followed, little more than a third of the land in the eastern part of the county will be developed, and the western part will be almost untouched. Open space between the cities will include many miles of parks for hiking, picnicking, and other light use.

With less development and fewer cars we can expect less air pollution in 1990 than without the Plan. Special conservation zones would protect streambeds, shorelines, marshes, and important wildlife habitat. Development on dangerous land — fault zones, slide-prone hillsides, flood plains, fire areas — would be controlled or prohibited.

But it takes more than open space to make a good environment. Where development, in the Plan, is expected — even encouraged — it would have to meet new and exacting standards. For instance, on open, grassy hillsides, buildings would have to be clustered below the ridges; wooded hillsides could be built up in a scattered pattern, provided the trees were saved. For all new housing there should be usable private outdoor living space. There should be adequate children's play areas away from auto traffic.

The striking thing about older plans for Marin is that they treated every part of the county alike. Tomales Bay or Richardson Bay, Nicasio or Ignacio, ranchland or woodland — it was to go into single-family commuter suburbs, almost all of it.

The striking thing about the Marin Countywide Plan is that it treats different kinds of land in entirely different ways.

The Plan looks at the land, to see what kind of use will fit it best . . . and sometimes the fitting use is nothing more than grazing. No longer is the landscape a universal substance to be pushed into some arbitrary shape; it has instead a shape of its own which even intense development is challenged to respect.

The Plan divides Marin into three different regions, each with a character of its own.

First of these regions is the Eastern Urban Corridor, the place where almost everybody lives. Because the Eastern Corridor is narrow and compact, it should permit city services and transit to be convenient and economical.

Second is the Inland Rural Corridor. These inland valleys and basins are almost empty of building; only the San Geronimo Valley has many people in it. This is watershed land and grazing land. The policies of the Plan would keep this region much as it is. Agriculture would continue, and expansion of the villages would be limited and slow.

Third is the Coastal Recreation Corridor — the spectacular land along Marin's Pacific shore from the Golden Gate to Bodega Bay. It is not only Marin that has an interest in this land, but also the region, the state, and the nation.

There are two federal parks here, and a third very likely to come; there are four state parks; and there are large preserves owned by the Audubon Canyon Ranch, the Nature Conservancy, and the county government. Except for unobtrusive developments to serve the millions of people who come each year to the parks and

recreation areas, and except for some growth of the villages, the Countywide Plan would leave this region also much as it is.

In each of these three regions, if the Plan succeeds, the same three goals will be fulfilled. Each will have a diverse population, growing slowly. Each will have some businesses that employ Marin people and pay Marin taxes. And in each a good environment will be maintained. (In a few places such as Bolinas Lagoon, something that was lost may even be restored.)

## IMPLEMENTATION

The Marin Countywide Plan is, among other things, a map: A picture of the way Marin County might look, if we do a lot of things right, by 1990.

But the Countywide Plan is not only a map. It is also a set of methods, of tools. And those tools aren't intended to sit idle until 1990; we have to apply them to the problems and decisions that are before us right now.

To take full effect, the Plan must be adopted by each of the 12 local governments within the county, and special agencies like sewer districts and water districts must follow its guidelines also.

After that, the Plan must be made to work on two levels. First, each government, adopting the Plan, should work out a set of policies and ordinances that fit it. Each, for instance, should zone the land within its limits for open space, or for whatever kind of development the Plan sets out. Each government should create an Environmental Protection Committee to review development proposals for their impact. Each should adopt a strong housing policy and carry it out.

Beyond this, the Plan would need the help of countywide agencies, some of which we have already. The Marin Transit District would seek federal grants for transit. A Marin Regional Park District — the voters may establish it in the November 1972 election — could supervise the protection of open space in East Marin. The Marin County Housing Authority and the Ecumenical Association for Housing should get more money and support to do their work.

But the most important part would be that of the City-County Planning Council (CCPC for short). The CCPC exists already, and it is CCPC that has produced the Countywide Plan. But at the moment the CCPC has only the power to advise the governments that belong to it.

If the Plan is to be fulfilled, each of the 12 governments in the CCPC must assign a part of its authority to the Council. The CCPC, thus strengthened, would have several jobs to do.

First, it would keep track of what is happening to the land and people of Marin; and it would revise and refine the Countywide Plan periodically.

Second, it would be the control on growth. It would establish a target for each subarea of Marin: So many housing units per year, and no more. It would set targets for low and moderate-income housing.

Third, the Council would need to establish a Countywide Review Agency. This Agency, made up of Council members, would have the final say about developments that matter, not just to the local community, but to all Marin. The Agency could reject such proposals, or modify them to make them fit the Plan.

If there is one change in our way of doing things that must be made to make the Plan succeed, this broadening of the City-County Planning Council is that change.



EASTERN URBAN CORRIDOR

	1970	1990
Total land - 79,140 acres		
Already built up	22,260	28,980
Available for development	22,177	14,640
Open Space	1,980	32,820
Housing Units	64,760	95,810
Employment	56,700	89,790

A • NOVATO PLANNING AREA

	1970	1990
Total land - 28,515 acres		
Already built up	4,090	6,355
Available for development	11,050	8,630
Open Space	230	13,600
Housing Units	10,635	19,720
Employment	9,910	15,205

B • LAS GALLINAS VALLEY PLANNING AREA

	1970	1990
Total land - 13,665 acres		
Already built up	2,880	4,030
Available for development	3,945	2,510
Open Space	40	7,210
Housing units	7,030	11,235
Employment	7,985	12,100

C • SAN RAFAEL PLANNING AREA

	1970	1990
Total land - 7,585 acres		
Already built up	3,660	4,495
Available for development	1,823	1,080
Open space	275	2,025
Housing Units	11,740	15,660
Employment	14,830	23,410

D • UPPER ROSS VALLEY PLANNING AREA

	1970	1990
Total land - 9,440 acres		
Already built up	3,075	3,405
Available for development	830	550
Open space	140	3,050
Housing Units	9,375	11,805
Employment	4,295	6,960

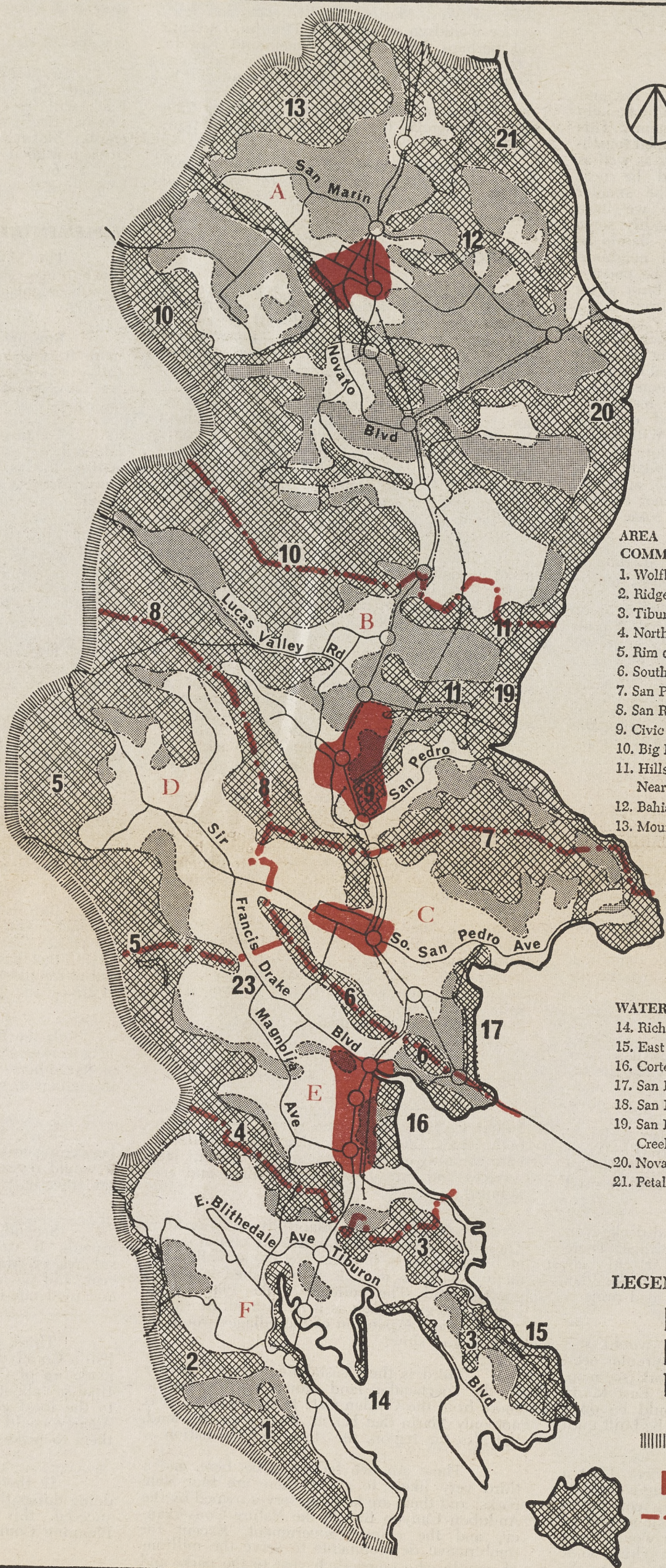
E • LOWER ROSS VALLEY PLANNING AREA

	1970	1990
Total land - 6,970 acres		
Already built up	3,165	3,875
Available for development	1,275	350
Open space	75	1,875
Housing units	10,020	14,570
Employment	10,420	16,825

F • RICHARDSON BAY PLANNING AREA

	1970	1990
Total land - 12,965 acres		
Already built up	5,390	6,820
Available for development	3,250	1,520
Open space	1,220	5,060
Housing units	16,960	22,815
Employment	9,260	15,290

Areas don't total due to other uses not shown such as institutional, agricultural, etc.



AREA	ACRES
COMMUNITY SEPARATORS	
1. Wolfback Ridge to Tennessee Valley	820
2. Ridges Above Tamalpais Valley	638
3. Tiburon Peninsula Ridge	1,717
4. North Ridge	1,119
5. Rim of Corte Madera Creek Watershed	1,754
6. Southern Heights Ridge (no acquisition needed)	
7. San Pedro Peninsula Hills	1,858
8. San Rafael-Sleepy Hollow Divide	3,889
9. Civic Center	126
10. Big Rock Ridge	6,408
11. Hills East of 101 Near St. Vincent's School	1,069
12. Bahia and Black Point Knolls and Ridges	974
13. Mount Burdell	1,402
Subtotal	21,774

WATER EDGE LOWLANDS	
14. Richardson Bay	329
15. East Side of Tiburon Peninsula	80
16. Corte Madera Bay Front	393
17. San Rafael Bay	378
18. San Pedro Peninsula Shoreline	681
19. San Pablo Bay Front, Las Gallinas Creek to Novato Creek	1,856
20. Novato Creek to Black Point	786
21. Petaluma River	951
Subtotal	5,454

LEGEND

- Developed areas
- Available for development
- Eastern Urban Corridor Open space
- Corridor boundary
- Countywide activity center
- Planning area boundary



# Urban Corridor

It is one thing to "save" the land by leaving it alone, and that is the Plan's proposal for large parts of West Marin. That strategy is one that we know well.

But to develop land in such a way that gains we make are equal to the unavoidable natural losses — that is something else again. That is the real challenge. And that is what the Countywide Plan should help up to accomplish in East Marin.

It is a delicate job.

And the interlocking problems of East Marin remind us that the answers, too, must come in an interlocking pattern.

## HOUSING

Can you keep existing low and moderate-income housing and have a lot of open space in the same region at the same time? Some say you can't. By cutting back on the amount of developable land in East Marin, the argument goes, the Plan is sure to push the cost of housing still higher.

But this conflict is not unsolvable. For one thing, even with the wide open spaces of the Plan there would be over 14,000 acres of vacant and developable land in the Eastern Corridor of 1990 (compared to 30,400 acres then developed out of 79,100 acres total).

Also, the large supply of vacant but developable land we have now does not seem to be keeping housing prices down! And in the long run, housing for low and moderate-income families is more practical in the compact cities proposed by the Plan.

The Plan proposes that open space and low and moderate-income housing be deliberately tied together. The open space system should be expanded most aggressively in those communities that do well on housing.

New low and moderate income housing, and in some instances, higher densities than presently exist will have to be accepted in many East Marin communities. Tax relief will have to be granted to some home owners, shifting the burden to others. The voters will need to approve a referendum permitting more low-rent housing.

Whatever we decide must be done for housing will have to be done, however, with state and federal support. Marin County alone simply doesn't have that kind of money.

New housing at high densities — 12-20 units per acre — would be built near the countywide activity centers. At the smaller community centers, densities of 6 to 12 units an acre would be right. Nowhere, however, would there be permitted long strips of high density building along roads walling off communities from the hills and the bay.

## OPEN SPACE

The Plan in East Marin requires a broad system of open space. In some places, the chance for a real buffer between developed areas has been lost already: The ridge between Terra Linda and Sleepy Hollow is an example. In other places — between Mill Valley and Corte Madera, Novato and San Rafael — very large open strips can be left to keep the towns entirely distinct.

Unfortunately, the current boom in building is threatening the Plan's open space at a dozen points. Some very quick work may be required to save it.

These proposed open spaces now face active development.

Peacock Gap	1,260 acres
San Rafael Cayes	121 acres
Pinto Ridge (Terra Linda)	183 acres
Wolfback Ridge (Sausalito)	820 acres

## TRANSPORTATION

The intra-county bus network is the most ambitious project for transit in East Marin, and the most expensive. These buses would carry travellers whose trips both start and end inside the county. There would be some 350 buses including 200 that would be mini-buses, able to climb the hills and follow narrow streets. Eventually, these buses should pass within walking distance of most any home in East Marin, at rush hour, every five or ten minutes.

Three new roads need to be built: The Waterfront Parkway in San Rafael, the Smith Ranch Road from Highway 101 at Northgate east to the site of the Las Gallinas ferry terminal, and a connection from Lucas Valley Road to Sir Francis Drake Boulevard at White's Hill. None of these should be built before the open space they traverse has been protected.

To encourage transit, the massive parking lots at places like the County Civic Center should be cut back as bus service improves. A subsidized parcel service might even bring groceries and goods from shops to homes, making everyone more independent of the private car who wants to be.

The proposed transit system by 1990 would carry over 40,000 people daily to San Francisco (compared to 9000 in 1970) and over 30,000 people daily within the County (compared to 3000 in 1970). Without this extensive transit system considerable road expansion will be required. For example 10 or 12 lanes on Highway 101 at Sausalito, 10 lanes at Terra Linda, 8 lanes on Sir Francis Drake at Greenbrae.

## ECONOMIC DEVELOPMENT

Novato's downtown should become a stronger center, as should the Northgate region around the County Civic Center. At Northgate, transit can make the county buildings, the Northgate shopping area, and the Northgate Industrial Park into a usable common complex. North of this cluster, the land around St. Vincent's School would be good for offices, industry, and housing.

Downtown San Rafael should remain a traditional commercial center; it is particularly valuable as a place for small businesses to get a start. The new Corte Madera shopping center, along with the Larkspur ferry terminal and the shopping district west of the highway, should be part of a single, high intensity complex.

Finally, the Marinship area of Sausalito, carefully developed around the ferry terminal, could attract some businesses away from San Francisco.

Other, smaller business centers and shopping areas in the Eastern Corridor should keep on serving the communities around them; but they should not expand to draw business away from the regional centers.

Not all the open space in the Plan is in the greenbelts. We need to hold land open along shores and creekbeds, too — not to shape our towns so much as to make them pleasant to live in. Much of this land is unsafe to build on anyway, because of poor soils and the danger to floods.

Of the 31,000 acres of open space to be preserved, the use of 3700 acres along water-courses and under airport approach zones would be regulated. The rest would cost about \$49 million to acquire at today's prices (more, if done piecemeal over the next two decades), although some of it might be protected by regulation rather than acquisition.

## DEVELOPMENT STANDARDS

Where development is to take place, the Plan proposes a new attitude toward it. The developer is expected to come up with a proposal that will treat the land gently, and provide also some of the other values the Plan sets forth. Especially on a site where increased density is permitted, he may be asked to provide extra open space, more low and moderate-income housing, or unusually good design.

The usual process of "design review", the Plan proposes, would be widened into "environmental impact review". Certain elements of good design would simply be required; others would be encouraged with offers of increased density and other incentives.

Strategies for Attaining Plan's Housing Goals in Eastern Urban Corridor: 1972-1990

Retain 28% of present low to moderate priced housing supply	Units	1972 cost per unit	Total Costs to 1990 and Source of Funds in 1990 dollars <sup>a</sup>		
			Federal	State	County
Leased housing	800	\$156	\$186,000		
Tax relief for elderly	1600	208		\$12 million	
Tax relief for voluntary price limit	2000	100			\$296,000 <sup>b</sup>
No tax increase for rehabilitation	1450	300			645,000
Allow 2nd units in existing areas; neighborhood preservation; sales tax on value increment at time of sale	2410				
	8260			(no public subsidy)	
Provide new low to moderate priced housing					
Public housing	3000	213	\$106 million <sup>c</sup>		
Subsidized rental units (HUD236)	3000	950	103 million <sup>d</sup>		
Group housing (elderly, college)	1600	9500	23 million		
Mobile homes and increased density bonus through private market supply	5200			(no public subsidy)	
Deficit of low income housing units not fundable with current programs	3800	950		(\$125 million) <sup>e</sup>	
Medium priced housing assumed to be built without government assistance.	2950				
	19,550		\$232,186,000	\$12,000,000	\$941,000
	27,810			\$370,127,000 <sup>e</sup>	

a) Assumes 4% annual inflation, except 7% for land. Costs are spread uniformly over 18 years, except tax relief for elderly, an on-going program

b) The amount of taxes not collected under this program

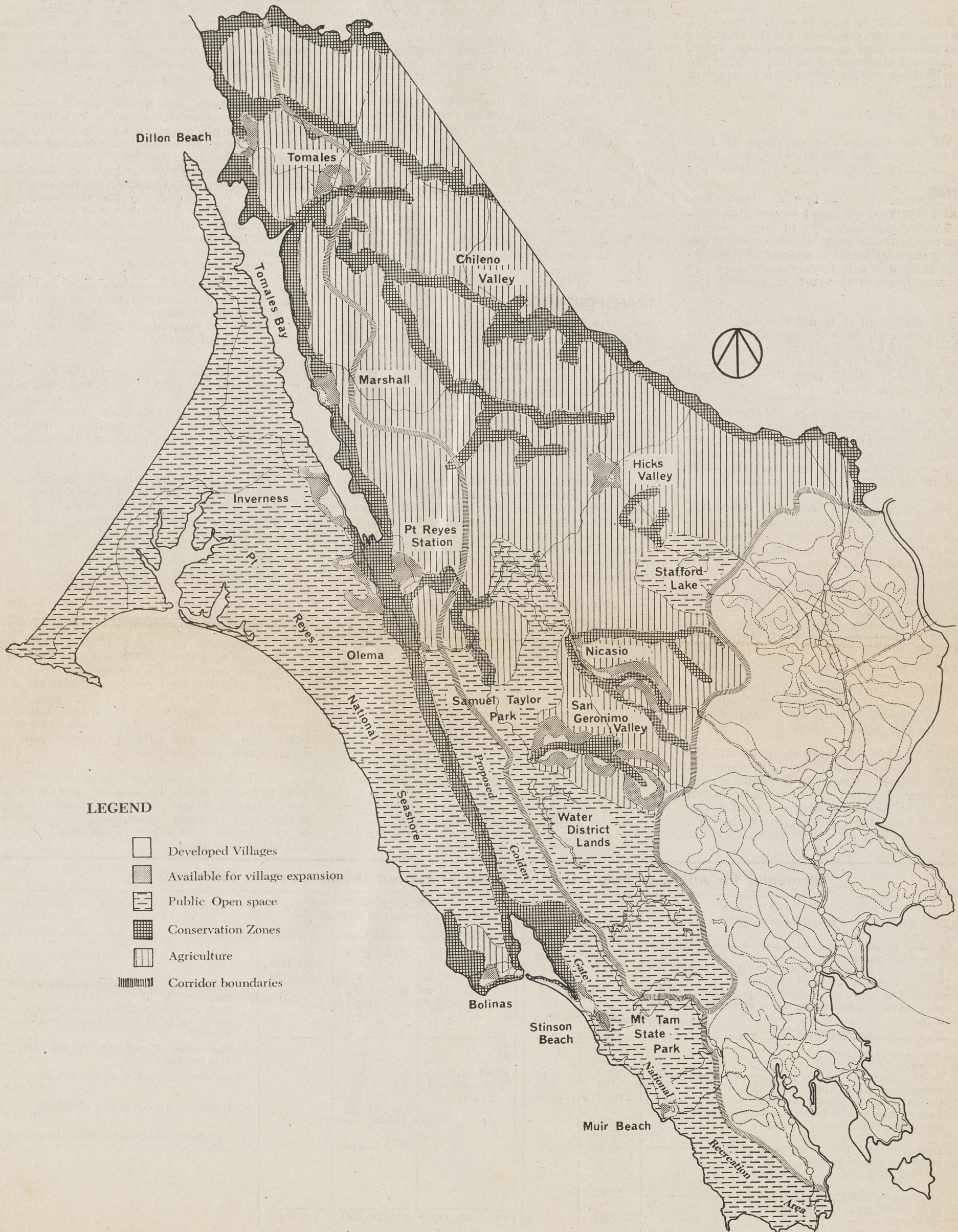
c) Includes construction cost of \$21,750 per unit

d) Includes construction cost of \$20,420 per unit

e) Includes \$125 million for 38000 low income units



# The Coastal Recreation and Inland Rural Corridors





Instead of strips and spots of open space in a landscape dominated by development, the Plan in central and western Marin would permit only spots of development in a great expanse of open space.

In the Inland Rural Corridor, it would be the county's job to keep the open land open. While in East Marin the greenbelts will have to be secured by purchase or special arrangement, this rural land can be left much more to itself. Agriculture, protected by zoning and tax policies, can hold the land open in most of inland Marin.

The Plan does recommend that the State of California should expand Samuel P. Taylor State Park. An open space district would acquire park land around Nicasio Reservoir. These parks, adjoining each other, would link also to the much larger park lands of the Coastal Recreation Corridor.

A Golden Gate National Recreation Area is now proposed. If the GGNRA includes the Olema Valley as well as the coast south of Bolinas, only one sizeable piece of coastal Marin will still be private: The east shore of Tomales Bay. For some critical areas of this shore, such as marshes and tidelands, we will need further help from the state and private conservation groups. Agriculture, if protected, could retain the rest.

The natural assets of West Marin bring, along with help from outside, some real responsibilities; and these are of two competing kinds. First we feel some duty to protect the land from over use and from the wrong kind of use. Second, we have a duty to the national public, which, after all, has paid for the parks. People from outside Marin have a right to enjoy these preserves, and we have to find some way to bring them in without doing too much damage either to the land they pass through or to the land they come to see.

One thing is clear: In West Marin as in East Marin, cars will have to yield to transit. (Indeed, auto traffic to the west is clogging up the streets in East Marin as well.) It isn't yet certain what kind of transit will do the job best; the County of Marin has begun a study on recreation travel to bring in some answers.

Near the coast there is room for a reasonable amount of tourist development. Developments like these, on inconspicuous sites away from the water on Tomales Bay and in the Olema Valley, would provide some jobs and bring in taxes. More than that, they would help meet another real responsibility we have: To provide at least some conveniences for the visitors from outside Marin.

The villages of rural Marin should not grow much larger than they are. Muir Beach and Marshall should expand least of all; others should grow, but slowly, maintaining the character enjoyed by residents and visitors.

Any development, public or private, in West Marin, should be examined very carefully for its effect on the environment. Tourist enterprises, built without close enough control, could do great damage in West Marin, and this must not happen.

#### VILLAGE DWELLING UNITS, COASTAL RECREATION CORRIDOR

Total of 4,650 vacant acres for village expansion; 930 acres to be developed 1970-1990, at average density of 1 unit per acre

Village	1970 Dwelling Units	Maximum Increase In Dwelling Units 1970-1990
Dillon Beach	137	(93 occupied) 200
Tomales	68	100
Marshall	60	40
Inverness	559	(356 occupied) 300
Inverness Park		
Point Reyes Station	134	300
Olema	27	40
Bolinas	527	(214 occupied) 120
Stinson Beach	499	120
Muir Beach	61	25
	2,072	1,245 *

\* Plus 240 more out

#### INLAND RURAL CORRIDOR

Total of 4,350 vacant acres for village expansion; 870 acres to be developed 1970-1990, at average density of 1 unit per acre

Hicks Valley	0	
Nicasio	41	210
Lagunitas	564	(445 occupied) 100
Forest Knolls		
San Geronimo	125	60
Woodacre	472	(407 occupied) 140
	1,202	510 **

\* Plus 120 more outside

# Making The New Plan Work

For years the future Marin which we now wish to avoid — the Marin of sprawl from bay to ocean — was accepted by almost everybody as something "inevitable". The only question was whether the change was going to come "in an orderly fashion" or not.

Today we aren't satisfied that sprawl be orderly. There's a new mood in Marin County, and more and more people are determined to keep that kind of future from happening at all.

But the new and hopeful map of Marin — the picture of what Marin might be in 20 years, if we get on the right track now — doesn't claim to be "inevitable". It only claims to be possible.

Can we really get there from here? And what do we have to do?

JOB #1 is pretty clear. The Marin Countywide Plan must be adopted — countywide. Though it is encouraging that a few of its policies have been accepted separately around the county, that isn't enough. The Plan isn't a loose collection of policies, however useful; it is a better way of doing business, and the different strategies which it proposes go together.

It won't be enough, either, for the county and some of the cities to adopt the Plan: For its success in any one part of Marin depends to quite a degree on its success in all the other parts.

So if any of the 12 governments of Marin — the 11 cities and the county — decides against the plan, the careful pattern will be left with a gap.

It is hard to say just how good a chance the Plan will have of being adopted all around the county, or how soon it could happen. Not that the outlook is bad but it is unpredictable. A lot will depend on how much interest the public shows when City Councilmen and Supervisors come together in debate.

And there will be plenty of debate. Hearings will be held by 12 Planning Commissions, city and county; by 11 City Councils and the Board of Supervisors; and by the City-County Planning Council, the advisory panel of governments. That's 25 meetings already, even assuming what is very unlikely: That each body will discuss the matter only once.

For any one person in Marin, fortunately, only five of those meetings really count: The City-County Planning Council session, and the hearings of his own Planning Commission and his own City Council and the County Planning Commission and the Board of Supervisors.

The first necessary step is approval of the Plan by the City-County Planning Council. This could happen sometime in October. The Council is not a legislature — it can only advise its member governments. But if the Plan is to go much further, the advice it gives would need to be YES.

Then all the various Planning Commissions will meet and hold hearings to discuss the Plan. Though what they say is important, they too can only advise. The real decision comes last, when the City Councils and the Board of Supervisors, after one last round of meetings, will decide whether or not Marin has a Countywide Plan.

Assume the Plan is adopted.

JOB #2 is to get to work on some of its first recommendations. And there are three ways of doing that. First, there are some steps which the local governments can take independently, using the Plan as a guide. Second, there are some steps which existing special districts and existing countywide agencies can handle, without changing too much their makeup or their power.

And third there are some policies which can't be made to work without some real changes in the way our local government functions. These policies will be controversial. But we can't get along without them.

## WHAT LOCAL GOVERNMENTS CAN DO

Zoning is a basic step. The State of California now requires that a government zone the land according to the uses shown in any plan it has adopted. So wherever the new Countywide Plan is accepted new zoning will follow.

State law also requires — somewhat vaguely — that a government take other steps to carry out the policies of an adopted plan.

Each government should adopt an ordinance to provide a certain amount of low and moderate-income housing in large new developments. Federal help would finance part of the new housing, and pay for the restoration of old and dilapidated buildings. The government should adopt new measures — taxing policies, for instance — to discourage the rise in prices and rents.

Each government should set up an Environmental Protection Committee. These committees would take a close look at any proposed development, public and private, to judge its impact on the environment. A developer would have to show that his project was not damaging; no longer would the critics of a project have to prove beyond dispute that it would do harm.

Each government should work out new methods of encouraging good development. Most familiar is the system of density bonuses. A developer who provides something badly needed — extra open space, extra moderate-income housing, unusually good design — is granted in return the right to build more units. Or the bonuses can be in tax reductions or variances in building codes. The basic requirements, of course, have to be strict enough to make sure that no really deficient proposal can ever get through.

## WHAT THE PRESENT COUNTYWIDE AGENCIES CAN DO

All utility districts should match their plans and their budgets to the lines of the Countywide Plan. Services should not be extended into areas which are not proposed to be developed, nor should utilities ever be built too large for the planned population.

The Local Agency Formation Commission (LAFCO) should use the plan to determine appropriate urban service district boundaries.

The Marin County Transit District should seek the federal and state funds it will need to build up transit, especially short-range, intra-county transit, in Marin.

The Marin County Housing Authority and a private group, the Ecumenical Association for Housing, are already working countywide. They need money from the federal government, and support from all local governments. By special arrangement with each city, the Authority could begin to do more inside city limits.

## NEW AGENCIES AND WHY WE NEED THEM

A Regional Park District would work to protect the open land desired by the Plan, especially in the Eastern Corridor. There are various ways of doing this. Outright purchase is the most direct and the most expensive, but scenic easements and partial purchase will often work as well.

Most important of all, the City-County Planning Council and its committees would take on large new responsibilities.

To make the Council more than an advisory panel, each city and the county would have to delegate to it a small portion of its power. Thus strengthened, the Council would have several jobs to do.

First of all, it would keep a close eye on the rate and pattern of growth and migration in Marin, comparing fact with projection and recommending action to make up the difference.



# Making The New Plan Work

Continued

Second, it would have in its charge the continual revision of the Countywide Plan; and it would prepare five year Countywide Action Plans. More detailed plans would be assembled, as before, by the individual jurisdictions.

Third, it would make sure that development targets for the different regions of the county were not overshot or (for low and moderate-income housing) left unreached.

And fourth, the Council would create, as a committee of its members, a Countywide Review Agency. The Agency would have the power to turn down or to modify development proposals anywhere in Marin that conflict with the Plan.

These new arrangements of power will be controversial. They may be attacked, for instance, as extra complications in a mass of government that is too complex already. But their intention is actually to simplify. They would bring together some responsibilities which are scattered now, split between 12 governments. The citizen would know better where to take his case. And the governments of Marin (as a league) would be better able to deal with those larger governments and agencies which are intervening more and more in the management of Marin County.

If we are to carry out the new methods, learn the new habits, use the new tools, this is the smallest rearrangement of government that can be of much use. And while that rearrangement decreases in some ways the powers local governments have, it increases them in others. Under the Plan, for instance, each jurisdiction in East Marin will have a new legitimate right: The right to influence what the Supervisors do in West Marin. Each government acquires an interest in all Marin.

To make this countywide interest stronger, the Plan has one more innovation to propose. Each jurisdiction should share part of the tax money it gets from new business development with the other cities. A certain proportion of this revenue would stay with the original government, and the rest would be divided. Thus business development anywhere in Marin would profit everyone, not just the local jurisdiction; and this would ease the unfortunate situation in which even adjacent jurisdictions compete for business, often without regard to sound economic and planning principles.

The 1971 Minnesota Legislature established for the 3,000 square mile Minneapolis-St. Paul metropolitan area a new basis for sharing property taxes. All units of local government now share in 40 percent of the tax revenue produced by new commercial-industrial growth regardless where it is located in the area. Taxing units retain their autonomy, no additional tax is imposed, no metropolitan taxing agency is created and each locality continues to decide its own tax rates.

Actions recommended by the Economic Development Committee would implement a new, positive economic policy to be adopted by all jurisdictions in the county.

1. Encourage administrative office complexes (including regional headquarters, information processing centers, "middlemen" operations), especially along Route 101 and Route 37.
2. Stimulate growth of non-polluting light industry and distribution operations at good sites, especially in Northern Marin.
3. Attract workers to commute in from outside the county, and enable them to shop near their place of work.
4. Make desirable economic areas available through master planning and rezoning.
5. Community leaders should actively work with potential developers to assure good development.

Together, these actions would increase job opportunities for skilled, unemployed women, youth, and veterans; provide jobs in the county for those who now commute; increase Marin's share of comparison goods sales (now 18 per cent less than Bay Area average) improve the fiscal health of Marin governments through higher sales tax revenues; reduce traffic congestion; and help stabilize Marin's present transition toward a one-class society.

JOB #3 is to make sure that the Plan is as good and accurate as it can be, to correct it where it needs correction, and to refine it in action plans and plans for specific areas.

There is a balance to hold on to here. The Plan must be strong. It must also be flexible enough to change when change is required.

As it stands now, the Plan seems to match pretty well with what the people of Marin County want. It has been through a year of hearings and public discussions. And it has been revised, since that year began, in dramatic ways.

At the moment, the Plan appears to be a product we can trust. During the months that are coming, there will be plenty of occasion to amend it further.

Once it is adopted, work will begin on the first of a series of 5-year Action Plans, picking up local details that the Countywide Plan has not resolved, including advantages and disadvantages of alternatives. And each jurisdiction will begin to refine its own local plans, using the Countywide Plan as a guide. All this will require strong citizen involvement to succeed.

The Plan itself needs to be revised thoroughly once every five years at least.

After all this, there is one very big question left to answer.

## Suppose This Plan Is Actually Carried Out — How Much Is It Going To Cost?

There's no getting around one part of the answer: Just looking at the figures, raw, it will cost us quite a bit. Housing, open space, and transit — transit more than anything — add up to money.

There is only one thing that makes the cost of this Plan look reasonable, and that is the higher cost of keeping on the way we are going — without something like the Marin Countywide Plan.

Take that first-class money-eater, transportation. Under the Countywide Plan, the total transportation system for Marin (commute buses, intra-county buses, roads, bikeways) would cost \$525 million to establish. And it would cost more than that — \$644 million a year — to keep the system running.

But if we have no Plan and if current trends continue, the transportation system we will have to have will cost us even more: \$697 million to establish, and \$769 million every year to operate. And that is direct costs only, for fuel, vehicles, and driving time, making no allowance for pollution and environmental damage.

Without a plan the costs of maintaining open space, getting good development and providing needed housing are not as easy to determine as they are for transportation. It's not that the costs don't exist. They do, but are spread over a large number of people. The cost for each person is small, but the aggregate number is large.

The fact is that the Marin County of the Countywide Plan would most likely be a less expensive place to live in and a more economical place to govern than the alternative: The Marin of sprawl and freeways and exploding population.

So we come to a hard reality. There doesn't seem to be any shortcut, any magic answer. Whatever we do will cost us money.

But — and this is the important thing — the "choice" of letting Marin build over its land, choke up its highways and price itself out of the market is not a shortcut either. The Marin in which we take no action is probably the most expensive Marin of all.

It isn't likely that all the proposals of the Marin Countywide Plan are exactly right. But the Plan is a way of getting a grip on the future. Even after we begin to follow it, it can be changed. And the decisions we make according to it can, in the future, be revised. We can still build freeways. We can still, if we want, put houses on all the hills.

But if we go very far down that other road — the road on which we let the market drive us, out of our control — it would be difficult indeed to change our minds. That is why this is the time to choose.

## Estimated Public Cost to Carry Out the Plan to 1990

	1972-1990 <sup>b</sup> Average annual per capita costs	Total <sup>a</sup> 1972-1990 Costs	FUNDING SOURCES					New sources required
			Federal — State		Marin County Property Tax	Other		
			Grants & Subsidies	Sales & gas taxes				
<u>Transportation</u>								
Transit capital operating	\$65 118	\$297 million 537 million	\$198 million -	\$39 million 13 million	- \$9 million <sup>e</sup>	\$60 million <sup>c</sup> 340 million <sup>d</sup>	\$175 million	
Highway capital operating	50 24	228 million 107 million	- -	131 million 87 million	- -	- -	97 million 20 million	
<u>Open Space</u>								
Acquisition	15 - 28	69 - 125 mil	50 - 85 mil	-	-	-	19 - 40 mil	
Administration	0.70	3 million	-	-	3 million	-	-	
<u>Housing</u>								
Construction	76	346 million	221 million	-	-	-	125 million	
Operating	5	24 million	23 million	-	1 million	-	-	
<u>County Review Agency</u>								
Operating	0.90	4 million	-	-	4 million	-	-	
<u>Total</u>	\$355-368	\$1.61 - 1.67 billion	\$492 - 527 million	\$270 million	\$17 million <sup>f</sup>	\$400 million	\$436 - 457 million	

a) Assumes 4% annual inflation except 7% for land. Costs are spread uniformly over 18 years. Costs are in 1990 dollars

b) Total costs divided by 18 years and again divided by 252,500 population (the average between 219,000 and 286,000)

c) Golden Gate Bridge revenue bonds to build Marin's section of Trans-Bay System.

d) Transit system operating revenue

e) Based on a present annual county tax rate of 5c per \$100 of assessed value

f) Equivalent to a present annual county tax of 9.4c per \$100 of assessed value

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## THE CHOICE WE HAVE

Nobody can say for sure just what will happen in Marin in the next two decades — either with the Countywide Plan, or without it.

But we know enough to make a pretty good set of guesses. And the best information we

have says that the change to be made is urgent and real. We cannot put off the decision much longer, or we are likely to discover that, without meaning to, we have thrown away our chance to decide.

Here are a couple of possible futures for Marin: Each imaginary, but each an illustration of the choice we must not ignore.

### MARIN WITHOUT THE PLAN

By 1990, East Marin will be committed to a future of sprawl. Though some open land will be left, the green separations between the urban centers will have been broken or lost. The old proposal for a Marin Countywide Plan will be recalled and misinterpreted to justify a solid wall of high density development the length of Highway 101.

Development will have broken over the county's central divide into Marinello, Hicks Valley and the Nicasio Basin. A scatter of second homes and tourist enterprises will have taken over the Olema Valley and shoreline of Tomales Bay.

Marin will have a population of about 364,000, up from 209,000 in 1970.

The people of Marin — so much more numerous than now — will also be more alike. Over half the housing in the county will be in the high price range. The replacement and rebuilding of our older housing will have driven prices up, not down. A few small areas will remain as ghettos for people with lower incomes.

The local economy will be at least as far out of balance as it was in 1972. Taxes will be higher than ever. Most workers will commute out of the county, at great expense to themselves and to the whole public. An enlarged transit system will carry commuters to San Francisco, but transit for shorter trips within Marin will never have developed. Cars will dominate still. Commercial centers will grow up at random and in competition, making the success of any one center difficult.

The environment will be more and more in trouble. There will be no hope of preserving a healthy pattern of land-use. Only odd scraps of open space will still be an issue. Air pollution will rise to truly dangerous levels. Pollution of Tomales Bay will lead us to build major sewer systems there, drawing more and more population into West Marin.

Congestion on roads will be bad enough to make freeways almost popular again, and a major highway will be built into West Marin. An expensive attempt at short-range local transit will have failed. After a series of fatal accidents to

cyclists on auto roads, the bicycle boom will be over. The development of unsafe land will still be going on, and over the years millions of dollars worth of property will have been foolishly lost in landslides, floods, and fires. If a major earthquake should occur, we might have to measure our unnecessary and avoidable losses, not in dollars, but in many lives.

Local governments will have demonstrated that they are unable to join together to solve common problems. Increasingly, larger, more distant governments will be set up to try to solve specific problems which have reached crisis proportions.

The goals of the Marin Countywide Plan — social diversity with moderate population growth, economic strength, a quality environment — will not have been achieved. But worse than that by far, the chance of achieving those goals in Marin — the chance we have before us now, in 1972 — will be almost entirely gone.

### MARIN WITH THE PLAN

In 1990, the urban valleys of East Marin will be more urban. But they will remain distinct, in a framework of open land. Certain new centers will be highly developed; the older centers will be both busier and more pleasant.

West Marin will look very much the way it looks today. Tourist facilities will be there, but well-planned and inconspicuous. The public will have access to much larger areas of land.

Marin will have a population of about 286,000. There will be debate about how much further growth to allow.

The people will be somewhat more diverse, in race and income, than they are today.

More varied housing will go with a greater choice of jobs for those who live in the county.

A balanced economy will still be a good way off, but not as far off as in 1972. Commercial centers will be successful, expanding, and few in number. Few, no matter where they work or live, will find it absolutely necessary to own a car. A smaller percentage of the people who work will commute out of Marin.

The environment will be in difficulties still — but the problems will be slowly getting less. In East Marin, the sense of crowding and of clutter will be eased. Far more recreation land will be open, particularly on hilltops, creeks, and

shorelines. Bicycles will be a safe and pleasant means of short-range travel.

Air pollution will probably have risen somewhat, but water pollution will generally be less. The building on hazardous ground will have stopped almost completely. And because of zoning against hazards perhaps we will have ridden out an earthquake with relatively slight destruction.

The goals of the Marin Countywide Plan will have been achieved in part and imperfectly. There will be compromises and dissatisfactions still. Yet we will have moved toward those goals, and most important, the chance to achieve them will not have been closed.

cut here

cut here

## TELL THE PLANNERS WHAT YOU THINK

The Planning Staff and City-County Planning Council are interested in your opinions on the issues raised in the Plan. Please return your comments to: Mr. Werner von Gundell, Director, Marin County Planning Department, Civic Center, San Rafael, California 94903. Additional comments are welcome.

1. Do you feel the Plan would make a difference in Marin's future?

☐ Yes ☐ No ☐ Undecided

1a. Is Marin a good place to live now? **YES NO ?**

☐ ☐ ☐

1b. Is it as good a place as when you first came here? ☐ ☐ ☐

2. Do you agree with the 3 basic goals of the Plan? (See page 3)

☐ Yes ☐ No ☐ Undecided

2a. Do you wish to see the goals changed? ☐ ☐ ☐

If so, how

3. Do you think higher housing densities in the Eastern Corridor are advisable? (See page 7)

3a. Only at select locations (such as transit and activity centers). ☐ ☐ ☐

3b. Wherever possible. ☐ ☐ ☐

3c. Nowhere. ☐ ☐ ☐

4. Do you favor these specific proposals for carrying out the Plan:

4a. A countywide review agency. **YES NO ?**

☐ ☐ ☐

4b. Environmental impact review ☐ ☐ ☐

4c. Countywide open space district ☐ ☐ ☐

4d. Intensive transit system. ☐ ☐ ☐

4e. Property tax sharing among cities and county from new businesses. (See page 10) ☐ ☐ ☐

5. Do you think the Plan should be approved and carried out?

☐ Yes ☐ No ☐ Undecided

5a. Approved as is. ☐ ☐ ☐

5b. Used only as a guide. ☐ ☐ ☐

5c. Should be changed. How? ☐ ☐ ☐



## THE DECISION-MAKERS COUNTY

**Board of Supervisors** — \*Peter Arrigoni, Chairman  
\*Arnold Baptiste  
L. H. "Bud" Baar  
\*Michael Wornum

**Planning Commission** — Jack Nixon, Chairman  
\*Margaret Azevedo  
\*William B. Lynch  
George P. Leonard  
Kenneth G. Stevens  
Rebecca W. Watkin  
\*John West

**City-County Planning Council** —  
George Quesada, Chairman  
\*Indicates county and city representatives to CCPC

**Economic Development Committee** — William Lynch, Chairman  
Theophus Barron Dominic Gallagher Rex Silvernale  
Frank Bottarini John Kahl Glen Smith  
Philip Buskirk Gil Medeiros Carroll Snyder  
David Carr Elizabeth Moody Dave Sorenson  
John Dole Robert Parks Bette Wallace  
William Dunn Michael Peevey Adelaide Wilson  
Anne Ellinwood Philip Richardson  
Inger Fair William Schmidt

**Environmental Quality Committee** — Pamela Lloyd, Chairman  
Carlisle Becker Pat Heffernan August Rath  
Priscilla Bull Sue Jacob Joan Seminario  
Ann Clark Faye Jensen Kent Sims  
Lyn Fischbein Jo Julin Polly Smith  
Stephen Fraser Dan Lennon Virginia Towle  
L. Martin Griffin Pamela Morosi Girvin Wait  
Greg Graham Michael Pechner Florence Youngberg  
John Hart

**Housing & Social Planning Com** — Adelaide Wilson, Chairman  
Margaret Azevedo William Lewis Ellen Wagner  
Don Dickenson Martin Mackey Richard Weinstein  
Anne Ellinwood Elizabeth Moody Mark Westfall  
Jan Fairchild Jack Olive Mark Williams  
John Kahl Carol Staley Tom Murray  
Keith Kelly Roger Strawick

**Transportation Committee** — John deBecker, Chairman  
Dean Macris John Schellenberger  
Jeanette Pomeroy Anne West  
John Rannels

The Advance Planning Section of the Marin County Planning Department serves as staff to CCPC and is responsible for preparing the Countywide Plan.  
Werner von Gundell, Planning Director  
Sol Silver, Chief, Advance Planning  
Robert Harrison, Transportation Coordinator  
Ellis Gans, Principal Planner  
Marjorie Macris, Senior Planner  
John Dowden, Transportation Planner  
Ray Ahearn, Planner  
Ruth Friedlander, Planner  
Ruth Corwin, Planner  
Linda Downey, Secretary  
Helen LaHaye, Typist  
John Hart, Editorial Consultant, User's Guide  
Baxter-McDonald Co., Consultants, Economic Development  
Economic Research Assoc., Consultants, Visitor Enterprise  
JHK & Associates, Consultants, Transportation

### CITIES

**Belvedere** William Cavalli, City Manager 435-3838  
**Council** Thomas S. Price, Mayor

David E. Bordon \*Allan Steinau  
Merritt K. Ruddock \*Willard G. Pittman

**Planning Commission** Leslie Graham, Chairman  
Charles Auerbach William Raster  
\*Cabell Gwathmey Thomas Sherwin  
Charles H. Page

**Corte Madera** Ronald Bartels, Town Manager 924-1700  
**Council** Holmes S. Norville, Mayor  
Edward W. Colthurst Robert P. Simmons  
\*Harold B. Wagstaff Robert J. Flahive  
**Planning Commission** James W. McClintock, Chairman  
John Gates Jack Hauser  
David Freed \*C.W. Thomas

**Fairfax** Robert Crowe, Town Administrator 453-1584  
**Council** Albert Gately, Mayor  
E. Ross Parkerson \*Robert Souza  
\*Frank J. Egger Lee Nelder

**Planning Commission** Hugh Winn, Chairman  
\*Gloria Duncan Harold Lezzeni  
Charles Eckles Adelaide Wilson  
\*John Hourihan Hans Zeezat

**Larkspur** Kent Bathurst, City Manager 924-2405  
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\*Robert H. Lee Neil R. Brixon  
Alfred J. Malvino \*Joan Sestak  
**Planning Commission** \*Otto Hoefler, Chairman  
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Earl J. O'Grady \*Benton A. Sifford

**Mill Valley** William Cunningham, City Manager 388-4033

**Council** Jean S. Barnard, Mayor  
Robert E. Capron \*Robert E. Burton  
\*Edward Boessenecker Gerald J. Hood  
**Planning Commission** Ivan Pouriatine, Chairman  
\*John deBecker Marlene Kaulum  
William Devlin \*William A. Lewis  
Richard Jessup Paul Rosenthal

**Novato** Charles Brown, City Manager 897-6111

**Council** Wayne Sartain, Mayor  
Fred F. Ruegg \*David Price Jones  
George Quesada Dorothy P. Young  
**Planning Commission** \*John Schoonover, Chairman  
Ben Edwards Richard O'Connell  
\*Beverly Ehreth James Picchi  
James Gordon Gail Wilhelm

**Ross** Virginia Stott, Town Clerk 453-1453

**Council** \*Frederick S. Allen, Mayor  
\*Roy F. Jones Allen Preston Maginis  
\*Julie Osterloh John H. Chase

**San Anselmo** A.C. Kaepfel, City Administrator 453-0392

**Council** Warren Perry, Mayor  
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\*Woodrow W. Capurro Martin Blinder  
**Planning Commission** \*Duane Ragan, Chairman  
Cynthia Barrows John Lebo  
John Colteaux David Strassman  
\*Allen Creighton Daniel Goltz

**San Rafael** James McCown, City Manager 456-1112  
**Council** C. Paul Bettini, Mayor

Fred E. Jensen John A. Miskimen  
Harry A. Barbier \*Lawrence E. Mulryan  
**Planning Commission** \*Joseph J. Garbarino, Chairman  
Ben Albritton Allen Kay  
Albert Boro Jorgen Lundberg  
\*James Dougan Thomas O'Toole

**Sausalito** Albert St. Cyr, City Manager 332-0779

**Council** \*Robin Sweeny, Mayor  
Earl F. Dunphy \*Evert Heyneman  
Stephen Fraser Sally Stanford  
**Planning Commission** Robert Nissen, Chairman  
Violeta Aitumn Dorothy E. Gibson  
Thomas Brown Thomas Gildersleeve

**Tiburon** Bert Balmer, City Manager 435-0956

**Council** Albert Sennett, Mayor  
Branwell D. Fanning Allan N. Littman  
\*Carlisle Becker \*Albert Aramburu  
**Planning Commission** \*Alvin Quhn, Chairman  
\*Charles Bassett Jacqueline Parnell  
John Dole E. Bruce Ross  
Harry Matthews Robert Wayne

## WANT MORE INFORMATION?

Copies should be available in your local library, or the County Library. May be purchased from County Planning Department, Civic Center except those which are out of print (\*). add 30c to price for mailing.

\*Can the Last Place Last? 144 pp, 1971

Report on environmental quality. Shows which open spaces should be preserved and how. Contains Preliminary Countywide Plan.

A Transportation Plan for Marin 82 pp, 1972 \$2.00

Describes three different transportation systems for Marin in 1990. Costs for each, advantages and disadvantages. Should be read to understand the basis for transportation plan.

\*A Critique of the Economic Goals of the Marin Countywide Plan 18 pp, plus 211 page appendix, 1972

The Economic Development Committee points out conflicts between goals of the plan. Appendix contains all the reports of its subcommittees and the consultant on housing employment, new business potential. Worth reading.

Don't Leave It to Elsewhere! 186 pp, 1970 \$1.00

The status of housing in each city and the county, the costs and problems. Good description of housing supply and demand in various price ranges. Worth reading.

The Marin County Initial Housing Element 50 pp, 1971 \$1.00

Describes housing policies adopted by the Board of Supervisors. With 44 page summary of housing conditions in unincorporated communities, which appeared in "Don't Leave It to Elsewhere."

The Visitor in Marin 31 pp, 1970 \$1.00

Describes the potential in West Marin for tourist facilities. Some of the conclusions are contradicted in "A Critique of the Economic Goals of the Marin Countywide Plan."

An Evaluation of Local Plans 74 pp, 1970 \$1.00

Analyzed all of the county's general plans in existence in 1968-69. Discovered the cumulative effect could be a tremendous highway network, far larger than anyone had imagined. This was beginning of the Plan program.

## WHERE THE PLAN GOES NEXT

Public Hearing Dates (mark them when announced)

City - County October 5 and 19, 8 p.m. Civic Center  
Planning Council Planning Commission Room 319

CITIES	Belvedere	Planning Commission
		City Council
	Corte Madera	Planning Commission
		Town Council
	Fairfax	Planning Commission
		Town Council
	Larkspur	Planning Commission
		City Council
	Mill Valley	Planning Commission
		City Council
	Novato	Planning Commission
		City Council
	Ross	Town Council
	San Anselmo	Planning Commission
		City Council
	San Rafael	Planning Commission
		City Council
	Sausalito	Planning Commission
		City Council
	Tiburon	Planning Commission
		City Council

### COUNTY

Planning Commission  
Board of Supervisors

6. Do you think the transit proposals for buses and ferries will ease congestion.

☐ Yes  
☐ No  
☐ Undecided

6a. Are more highways needed?

YES NO ?  
☐ ☐ ☐

6b. Would you be willing to switch from your car to transit?

☐ ☐ ☐

6c. Do you favor trains between Marin and San Francisco/East Bay as the long run answer instead of buses?

☐ ☐ ☐

7. If people want these things do you think we should:

7a. Subsidize buses.

☐ ☐ ☐

7b. Subsidize ferries.

☐ ☐ ☐

7c. Buy open space.

☐ ☐ ☐

7d. Limit growth.

☐ ☐ ☐

7e. Secure housing for low to moderate income people.

☐ ☐ ☐

7f. Attract more offices and white collar employment.

☐ ☐ ☐

7g. Attract more retail stores.

☐ ☐ ☐

7h. Attract more clean, light industry.

☐ ☐ ☐

7i. Keep prices down on existing housing.

☐ ☐ ☐

8. Do you favor these proposals for West Marin (the Inland and Coastal Corridors)?

☐ Yes  
☐ No  
☐ Undecided

8a. Subsidize agriculture (by lower property taxes) and to keep it the major land use.

YES NO ?  
☐ ☐ ☐

8b. Retain the character of present villages by keeping growth low.

☐ ☐ ☐

8c. Allow limited tourist facilities only in designated places.

☐ ☐ ☐

9. Are you willing to get involved in refining this Plan?

9a. Serve on a CCPC committee. (listed above) Which one(s)?

☐ ☐ ☐

9b. Attend hearings on the Plan in your city.

☐ ☐ ☐

9c. Attend County Planning Commission or Board of Supervisors hearings on the Plan.

☐ ☐ ☐

9d. Get more background information on

10. Other Comments